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Market Street Design Plan

Summary Report — November 6, 1967

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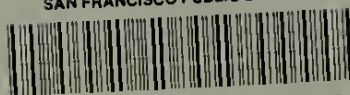
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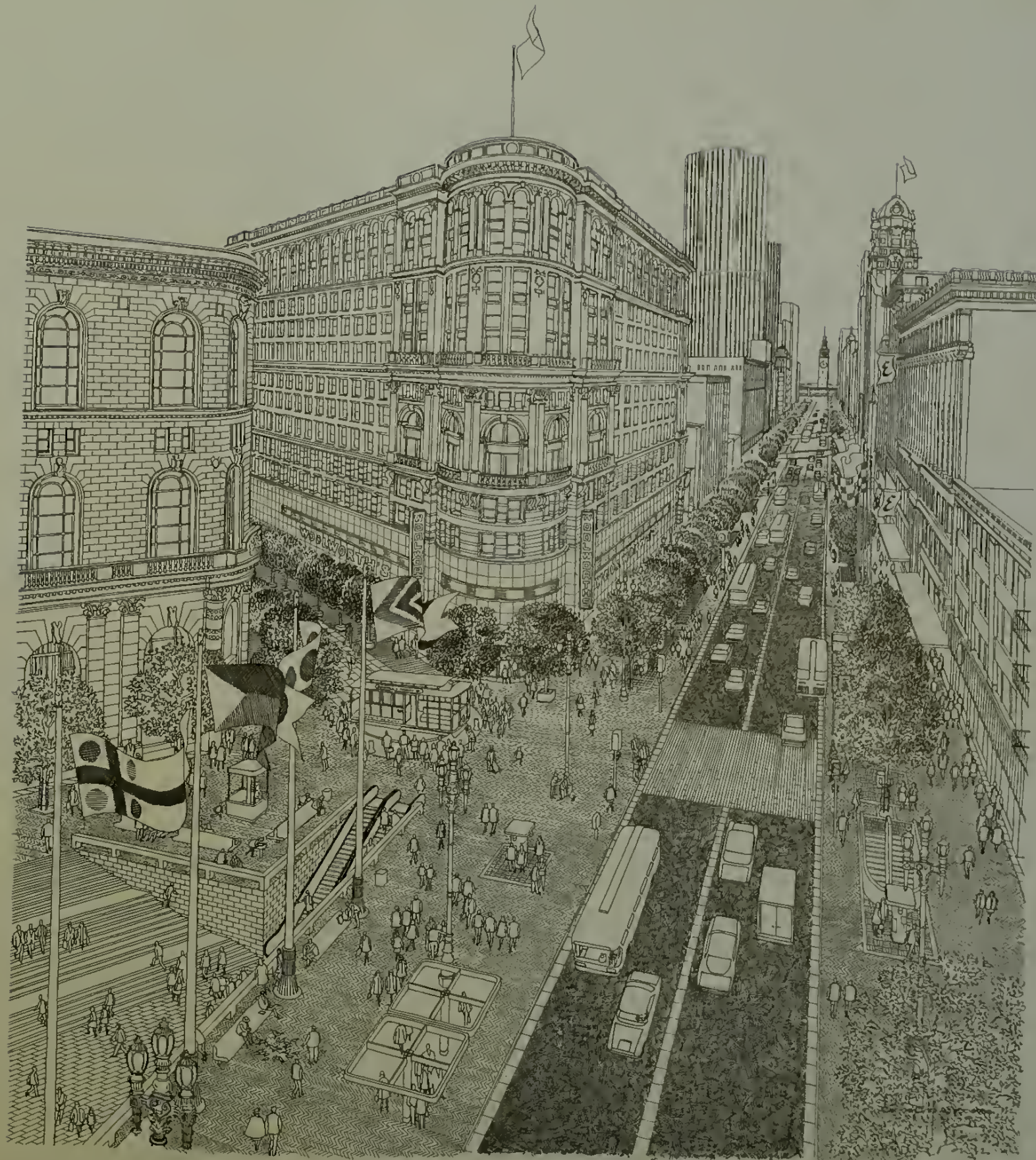
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Introduction

The Schematic Design Plan presented in this report offers the people of San Francisco an extraordinary opportunity—the opportunity NOW available with the advent of rapid transit—to build a great Market Street. Mayor Shelley has asked, “Why cannot we have a great Market Street: a magnificent place as beautiful as our hills and our Bay, a place people will come from all over the world to see?” Indeed, Market Street has many of the assets of a great boulevard. It is a grand, broad Street with a proud history, and, as it passes through the major areas of Downtown, the Street is alive day and night with a host of activities.

Market Street has the potentiality of dynamic economic growth and, importantly, the possibilities of self-renewal. However, the construction of the new subways and new buildings will not in themselves produce a greater Street than there has been in the past. These natural assets can only be developed to their future civic possibilities through the reconstruction of the Street in the manner of a great thoroughfare. Attractive landscaping, paving, street furniture, and inviting public open spaces must be provided.

This design for the new Market Street is the result of a planning process that was set in motion by citizen approval of the San Francisco Bay Area Rapid Transit District in 1962. Shortly thereafter, a new consciousness of Market Street developed and the Department of City Planning published the Downtown Plan. Building upon these actions, the Market Street Design Study was begun of which this Schematic Design Plan is the result of the third stage of planning. The first stage produced the general design framework based on planning, engineering, circulation, and urban design studies. In the second stage, these studies were transformed into a series of adopted public policies for the design of the Street, and a Federal grant was obtained to provide the two new plazas at the Powell and Civic Center Stations. Results of the third stage now provide the basis for the completion of detailed design and construction drawings and the building of the Street in conjunction with the BARTD subway system.

The Design Framework

The design for Market Street has evolved from a historical knowledge of the City's growth and development, from an understanding of its relationship to the region about it, and from an anticipation of the City's potential development. Together, these component parts constitute the design framework for the Street.

Within this framework of present and future, Market Street is seen in more than one role: it is presently the circulation spine for the Downtown of a great city, and it is also the focus of the regional core serving the needs of the Bay Area. With the advent of rapid transit, the Street's third role as a potential linear plaza will appear, the backbone of the future Downtown pedestrian system. One of the difficult design tasks is the harmonizing of the conflicting demands of these various roles. The Schematic Design Plan in meeting the Downtown circulation needs, is scaled to the pedestrian and anticipates the requirements of an immensely strengthened regional core.



Historical Setting

In 1847, Jasper O'Farrell, in laying out the new town of San Francisco, drew a broad diagonal slash down the trough from Twin Peaks to the Bay, creating two separate street patterns. He had in mind a great Boulevard, and this vision and its potential have remained intact.

Market Street—The Center of Business and the City: 1847-1900. Developing on the periphery of the town center about Portsmouth Square, Market Street soon became surrounded with residential and business establishments. It became the central thoroughfare of the City, linking the waterfront with Mission Dolores. In the 1870's, Market Street's width of 120 feet, considered extravagant when first planned, was recognized as a handsome setting for civic processions, marching societies, and the Chinese celebrations which were already a part of the City's unique character. The City Hall was moved to Yerba Buena Park on Market Street, and with the construction of the Ferry Building in 1875, the Street became the main terminus and funnel of the trans-Bay traffic. By the turn of the century, the cable car, the ferry boat, and the advent of electricity and telephone had combined with the transportation lines to make San Francisco the center of the growing region. Market Street was the major artery of the bustling City.

Market Street—The Great Street: 1900-1930. With the growth and expansion of San Francisco, Daniel Burnham was invited in 1904 to design a new and finer San Francisco. In the resulting plan, a great civic core of public buildings was proposed at Van Ness Avenue and Market Street. Market Street would have become a major spoke of a great wheel of boulevards radiating from this central location.

The earthquake and fire of 1906 destroyed most of Downtown San Francisco, and the Burnham Plan was set aside for more immediate reconstruction needs. The rebuilding of the City brought about a shifting in the location of Downtown houses, businesses, and retail trade. Market Street prospered as new shops and stores moved onto the Street from the Ferry Building to the Civic Center.

During the ensuing twenty-five years, Downtown San Francisco was covered with a transit network, and Market Street was its terminus or crossing point. Real estate values continued to rise, some-

times spectacularly, as San Francisco became more and more the center of the Bay Area.

Market Street in Decline: 1930-1960. Soon, however, with the proliferation of the automobile, public transit began to diminish in number of fares and services, and by 1934, vehicular congestion became common. A subway system was proposed, but was defeated in a 1938 bond election. The Bay Bridge opened and the tempo of ferry boats crossing the Bay lessened and finally stilled. Major new buildings began to shift away from Market Street and up Montgomery Street towards Nob Hill. Thus, the great volume of people that were supporting Market Street activity diminished and the Street began its physical decline. World War II temporarily reversed this trend, but soon afterward, the previous decline continued.

Public Policy Reverses the Trend: 1960-Today. Public policy during the 1950's began to exert its influence on the Street. The impact of the Golden Gateway, improved freeway access, increased parking convenience, and the prospect of a rapid transit system started revitalization of real estate activity. New developments such as the Crown Zellerbach and Standard Oil buildings and their adjacent plazas began to appear, and others, like the Citizens Federal Savings Building, were remodeled. Renewal projects such as Yerba Buena and Ferry Park were under way. Three major buildings are now under construction on Market Street: Mutual Benefit Life, Crocker, and Roos/Atkins.

The history of Market Street makes it clear that, almost from the very beginning of San Francisco as a City, the Street has been the most important artery for great pedestrian activity and as an avenue between the centers of City life. In addition, it has been the focus of the City's future dreams of grandeur: the great City with its great boulevard. The physical structure of the Street: its width and length, the existence of large blocks on its south side, and the diagonals radiating from it on the north, all predetermine simply by their existence that Market Street can be an important backbone and artery for the Downtown, the City and the Bay Area. The potential for greatness lies in the very nature of the Street, and with the coming of regional rapid transit this potential must now be realized.

Regional Setting

San Francisco supplies the people of the Bay Area with a myriad of special goods and services. These range from specialty shops to professional services of law, business, and finance, and from retail shopping to cultural and entertainment activities. In addition, the City is a major work place for the regional ring of suburban residential communities.

The construction of regional rapid transit in San Francisco will increase accessibility to the City and reinforce the activities serving the region, thus greatly intensifying the Downtown core. Changes are already clearly evident in land values, retail intensity, and building construction, and these changes will focus along Market Street.

The impact of the rapid transit system upon the fabric of the City will be strongest at those points where the subway passengers emerge onto street level. At four of these points, new plazas will be built to function as new "gateways" to the City. At the Montgomery Street Station, the Crocker Plaza will provide access to the financial and administrative district for daily commuters and visitors. At the Powell Station, the plaza will attract to the retail and the amusement/hotel areas the daytime shopper and the evening entertainment seeker. At the Civic Center Station, the plaza will become the gateway for office workers and Civic Center visitors. At the Davis Street Station, future plazas will serve the lower Market administration area, the Golden Gateway, and the Ferry Park.



DOWNTOWN ACTIVITY AREAS



Urban Setting

Buildings, streets, and open spaces provide the background for human activities and movements in a city. The quality of this physical environment and the intensity of these activities determine the vitality of a city's life. Together they create the urban setting for the design of the Street.

Activities

Downtown San Francisco is a compact core with many areas of activities. The Financial/Administrative area, extending from Market Street along California and Montgomery Streets, visibly dominates the other areas with its tall office buildings. It is an area identified by the daily flow along its streets of business and professional people. The Retail/Commercial area with its department stores and specialty shops focuses on Market and Stockton Streets, and its sidewalks are crowded daily with shoppers. The Hotel/Entertainment area with its heavy residential usage touches Market Street between the Powell and Civic Center Stations. Although in transition, with its hotels and movie houses in decline, this section retains a nighttime vibrancy attracting people from throughout the Bay Area. The Civic Center area, dominated by the monumental City Hall, is similar to the financial area in its daily flow of office workers. At night, the Civic Auditorium and the Opera House draw afresh new crowds.

Market Street connects these functional areas. Together with its concentrated activities, the Street is the circulation axis for people in both the morning and evening hours. As the Street passes through each area it also takes on specialized characteristics. Market Street pulsates with an immense variety of people, from the Downtown worker to the shopper, from the knots of servicemen and theatergoers to the residents of the new Fox Plaza. Rapid transit will reinforce these areas with new growth and development extending out in spinelike patterns from the stations and plazas. Potentially, the most dramatic change is likely to occur south of Market Street where the new high-rise buildings along Mission Street indicate the future patterns of the Yerba Buena Center and other developments.

Movement Systems

Market Street will become a three-level circulation spine. Separate levels for rapid transit trains and City streetcars will lie below the Street, while buses, automobiles, and pedestrians will traverse its surface. Along the Street these various modes of circulation will be interconnected and linked with the regional and City systems of commuter and local buses, taxis, and cable cars.

Traditionally, a major thoroughfare in the east-west direction, the Street has long acted as a barrier to traffic crossing from north and south. Conflicting, offset north and south street patterns meeting at Market Street prevent direct inter-connection. The extensions being constructed across Market Street at Fifth and Seventh Streets will aid in resolving this problem.

Rapid transit and underground streetcars will dramatically alter pedestrian flows along the Street. Circulation will focus on the new stations and will branch away from Market Street along the adjacent cross streets. Such development will reinforce the major axis of these activity zones —Market Street.

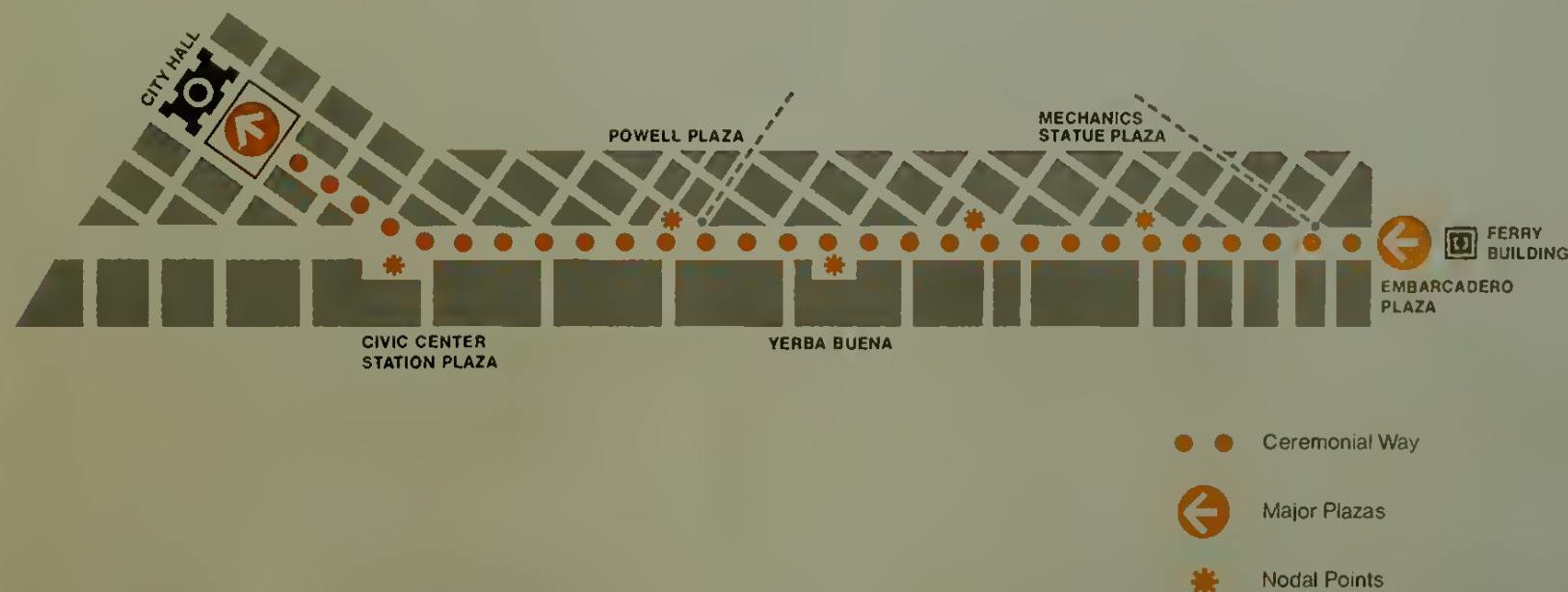
Urban Form

San Francisco's hills and Bay have shaped the City's growth and given it a special character. In the flat areas, industry and business have grown alongside major trafficways, whereas residential units have tended to cluster on the hills. Towers erected on hill crests have accented the natural topography; construction of soaring Downtown buildings has created a man-made hill in the Financial district.

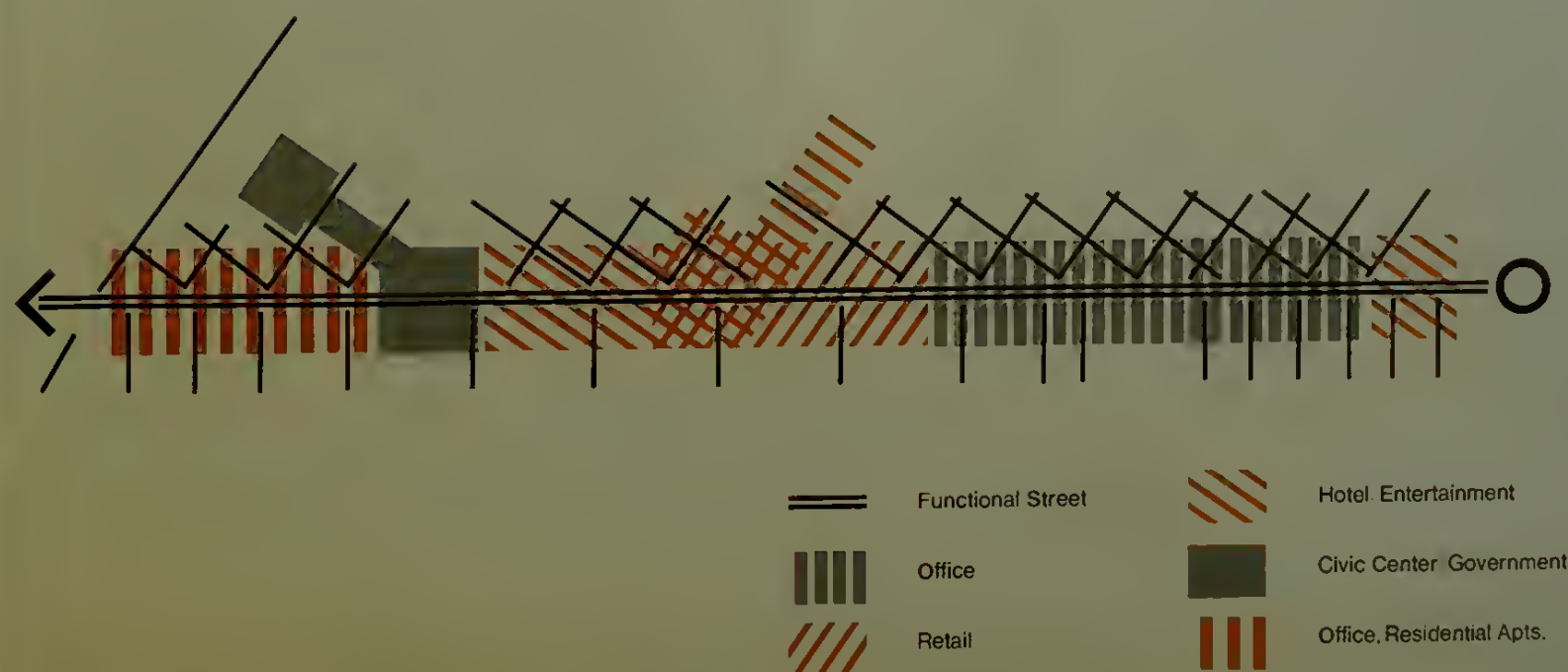
Market Street slashes diagonally through the edge of this great building mass, its physical profile in essence a cross section of the physical form of Downtown. The Street begins among the tall towers of the Financial district, and continues through the low, bulky buildings of the Retail/Commercial area; at Civic Center, it changes into an area of widely spaced high buildings terminating at Van Ness Avenue. The Street finally ends among the low residential buildings clustered on the hillsides of Twin Peaks.

Linking the major open spaces at the Ferry Building and the Civic Center, Market Street is a broad channel of space, studded with small focal

CEREMONIAL ROLE OF MARKET STREET



FUNCTIONAL AREAS ALONG MARKET STREET



points. Its terminations are strong and symbolic—Ferry Park and the Bay, Civic Center and City Hall, Twin Peaks and the hills beyond. This space has been solidly defined in the past by structures, such as the Phelan and Flood buildings and The Emporium, which adhered closely to the property lines along the Street. However, the new high towers on the northern side are angled to Market Street, increasing the dissimilarity between the two sides of the Street. The difficulty of building on the triangular blocks has allowed provision of more open space at street level, but an attendant weakening of the Street's facade-line definition has occurred.

The Design Plan

Design Principles

The creation of a great thoroughfare for San Francisco is the basic design objective. Within this broad goal the following objectives are paramount:

1. **MARKET STREET SHOULD BECOME A GREAT STREET.** Market Street has many of the qualities of a great street which must now be strengthened as well as new ones added. The Street must have visual strength and clarity and it must connect the great plazas of the City. In order to accomplish this goal, minor plazas, and open spaces along its length for activities and points of focus are required.
2. **MARKET STREET SHOULD UNIFY THE CITY CORE.** As it traverses the major functional areas of the City, Market Street must link them visually and functionally, providing vistas, focal points, and activities. It must also unify the north and south sides of the Street into one overall pedestrian network—a great linear plaza.
3. **MARKET STREET SHOULD FUNCTION AS THE CIRCULATION ARTERY OF THE CITY.** Market Street must move transit vehicles, automobiles, and pedestrians, both smoothly and efficiently. Terminals and connection points must gracefully expedite the flow of people and provide for their interchange. The sidewalks must accommodate this flow and integrate the pedestrian network into the fabric of the City. Open spaces

must be provided along the street at the major connection points.

4. **MARKET STREET SHOULD BE INTENSE, LIVELY, AND HUMANLY SCALED.** Market Street must provide for more than just the flow of people and vehicles. It must stimulate human participation, providing things for people to do, places to eat, works of art to admire, place for people to walk, shop, or rest. The Street must be a dynamic place, attractive to and used by people as part of their daily lives.

The Plan

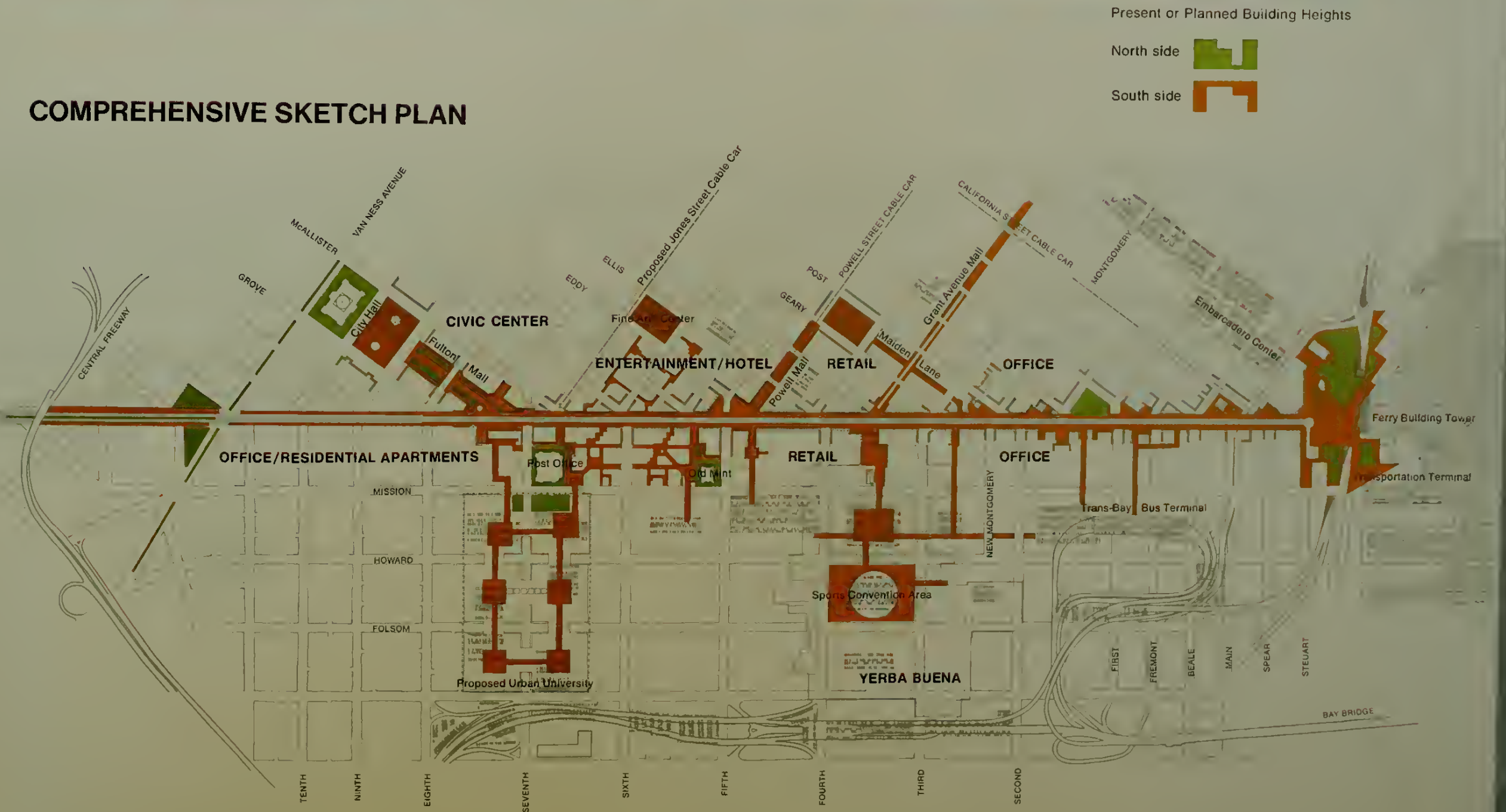
Lined with trees and wide sidewalks, Market Street is designed to be the great Street of a great City. In one sense, it is a linear plaza, punctuated periodically by smaller adjacent plazas. In another sense, it is a formal, ceremonial way, connecting the major public plazas of the Ferry Building and the Civic Center.

Functionally, the design reflects the varying circulation roles of the Street. Downtown it is a pedestrian-transit oriented Street with a four-lane roadway and 35-foot sidewalks. Periodic right-turn lanes and service bays narrow the sidewalk width to 26 feet. From Civic Center to Van Ness Avenue, it changes to six lanes of roadway and 26-foot sidewalks. Beyond Van Ness, the Street becomes a major thoroughfare and its roadway widens to eight lanes. The redesigned Market Street has been engineered to increase the traffic flow within the Downtown area to 115 per cent of its present volume. Service bays have been located and sized through a survey of the service needs of properties along the street; there is a minimum of one bay to every block. The major element unifying and strengthening Market Street is the use of trees which are planted consistently for the length of the Street in either single or double rows. In the Financial/Administrative area, where new buildings are creating large open spaces, the trees are in double rows to strengthen the sense of the Street's definition. In the central Retail area, which lacks comparable open space and where show-window visibility with unobstructed pedestrian space is desirable, the trees are in single rows.

PHYSICAL FORM



COMPREHENSIVE SKETCH PLAN

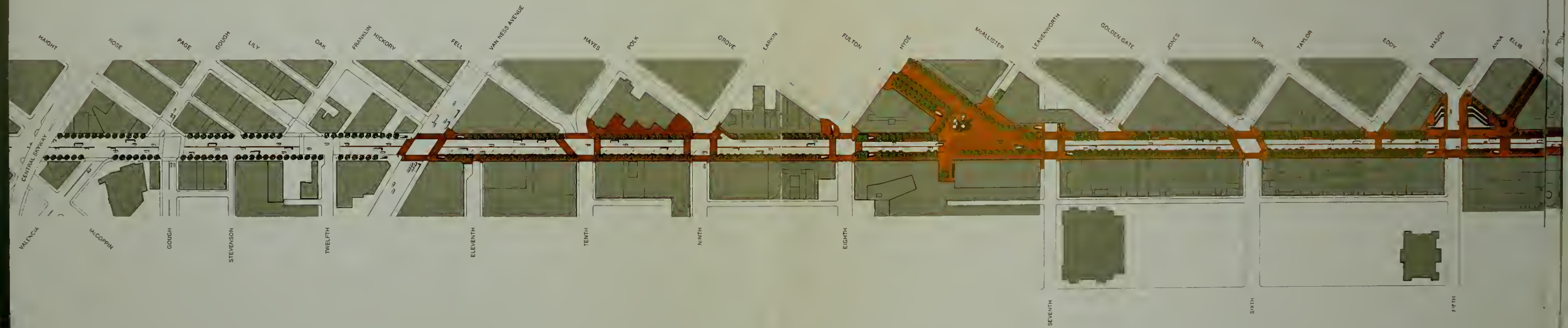


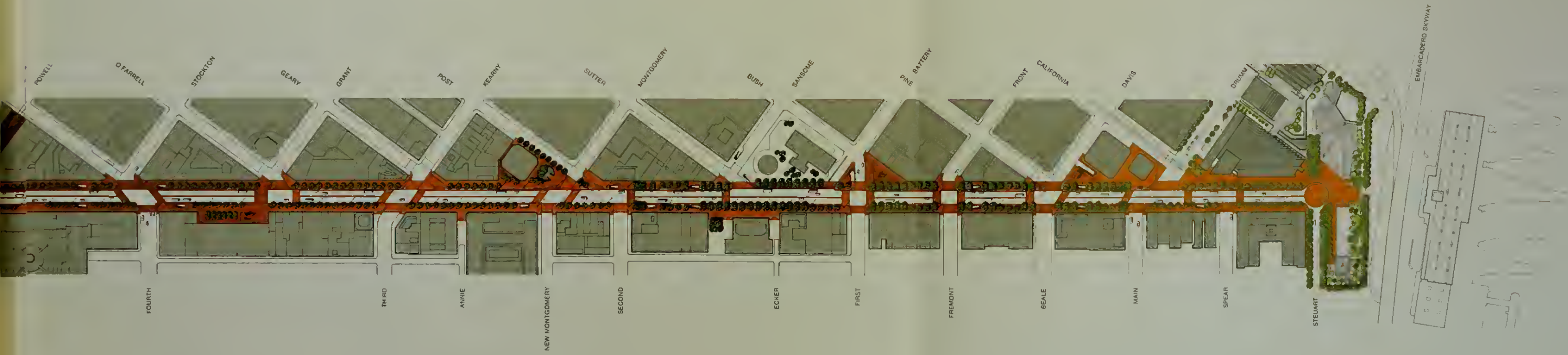
From the Ferry Park to Van Ness Avenue, the pedestrian areas are defined by special sidewalk paving. When extended through the crosswalks, this pattern achieves the goal of unifying the core and creating the linear plaza. Within the sidewalk area, clusters of street furniture occur in a steady rhythm, lending a distinct character to the Street.

The existing Path of Gold lamp standards are refurbished and relamped to give an amber glow equivalent to four times the present light. For attractiveness and pedestrian safety, each treeguard has lighting affixed to it. Additional lighting is supplied in the special seating areas, the bus stops, and the subway station entrances.

Within the overall rhythm of the trees and sidewalk paving, the detail of the sidewalk areas reflects the variety of individual activities occurring within each functional area.

MARKET STREET DESIGN PLAN





MARKET STREET DESIGN PLAN



Pedestrian Environment

The pedestrian environment is defined by a rich pattern of warmly colored unit paving blocks, such as brick. Functionally, the sidewalk area is divided into three distinct zones that are continuous for the length of the Street. A zone adjacent to the store fronts is devoted to pedestrian movement and window shopping. An adjoining zone between the trees contains the service street equipment and furniture, while a zone adjacent to the curb is devoted to pedestrian flow, bus loading, service bays, and right-turn lanes.

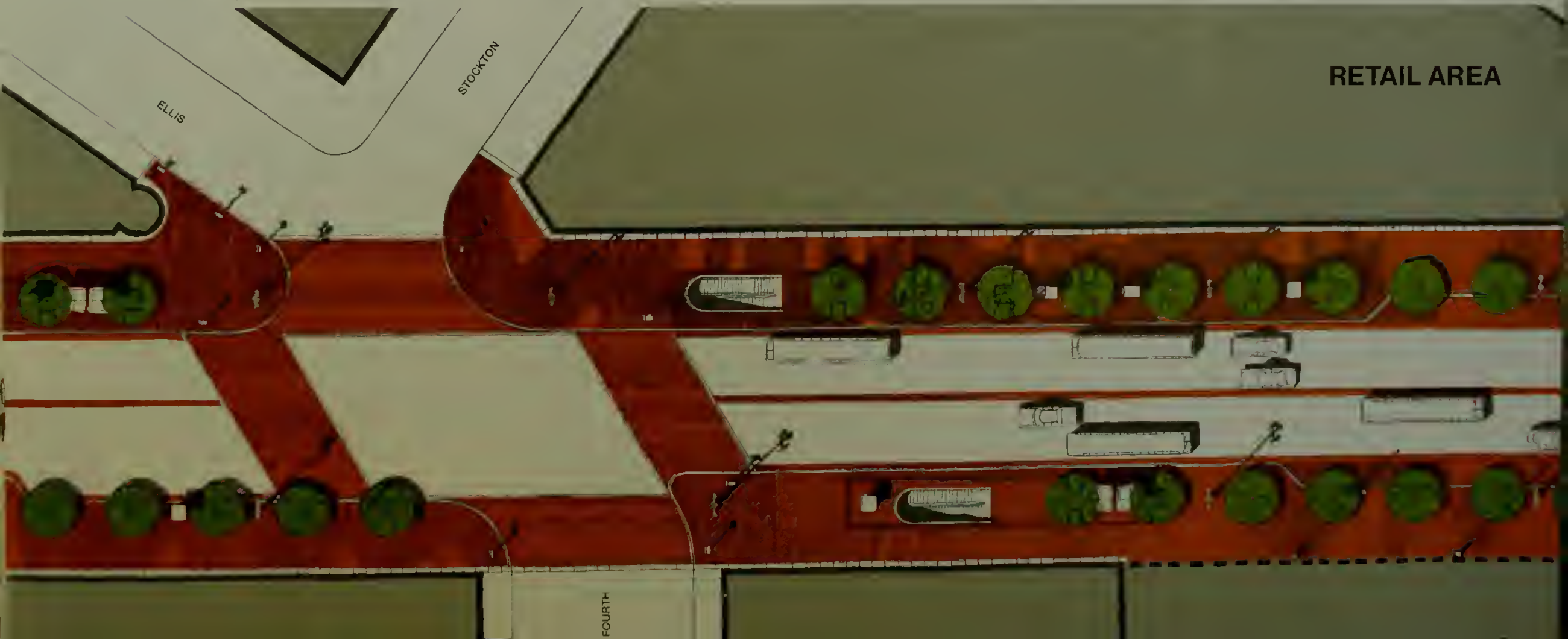
The design and use of the sidewalk service zone change as it passes through the various functional areas, thus attaining the goals of variety and stimulation of human activities. In the Financial/Administrative area, between the double rows of trees, the design reflects the pace of the office worker. The emphasis is upon the clustering of benches, drinking fountains, kiosks, planting, and sculpture. In the Retail area, parallel to the single row of trees, the design provides for large flows of people. Here the emphasis is upon a more open grouping of street furniture and equipment which includes the additional items of movable planting and sidewalk display cases.

The environmental focus of each Street section is found in the plaza areas wherein the old and the new combine to give Market Street its unique appearance. Here Lotta's Fountain, the Mechanics' Monument, the Pioneers' Memorial, and the Path of Gold lamp standards provide the historical tie to the Street's robust past. Here also are the new structures and station entrances, designed with contemporary materials and techniques to reflect the present. Thus, in response to the goals of variety and historical continuity, the old and the new are blended to be the plaza design for the future.

SIDEWALK PLAN



RETAIL AREA





Powell Station Plaza

Powell Station Plaza is the entranceway to the Downtown retail shopping area attracting people from the entire Bay Area. Located between the major plazas at the Ferry Building and the Civic Center, it provides a public space to focus the intense activity clustering around this major rapid-transit station.

Designed to function smoothly and efficiently, the Plaza disperses the large flow of people arriving and departing daily from the Muni and BARTD subway levels. Arriving first at an intermediate sunken level of the Plaza, one may ascend directly to street level up the large terraced steps or on the escalators. Or, a visitor may continue westward through a shop-lined concourse to a smaller portion of the Plaza with a second terrace of steps and set of escalators. At street level, the Plaza is mostly open and bordered with trees, benches, flagpoles, and vending kiosks. Radiating from the Plaza, Powell Street for the length of its first block is a pedestrian mall, giving emphasis to the cable car and its turntable.

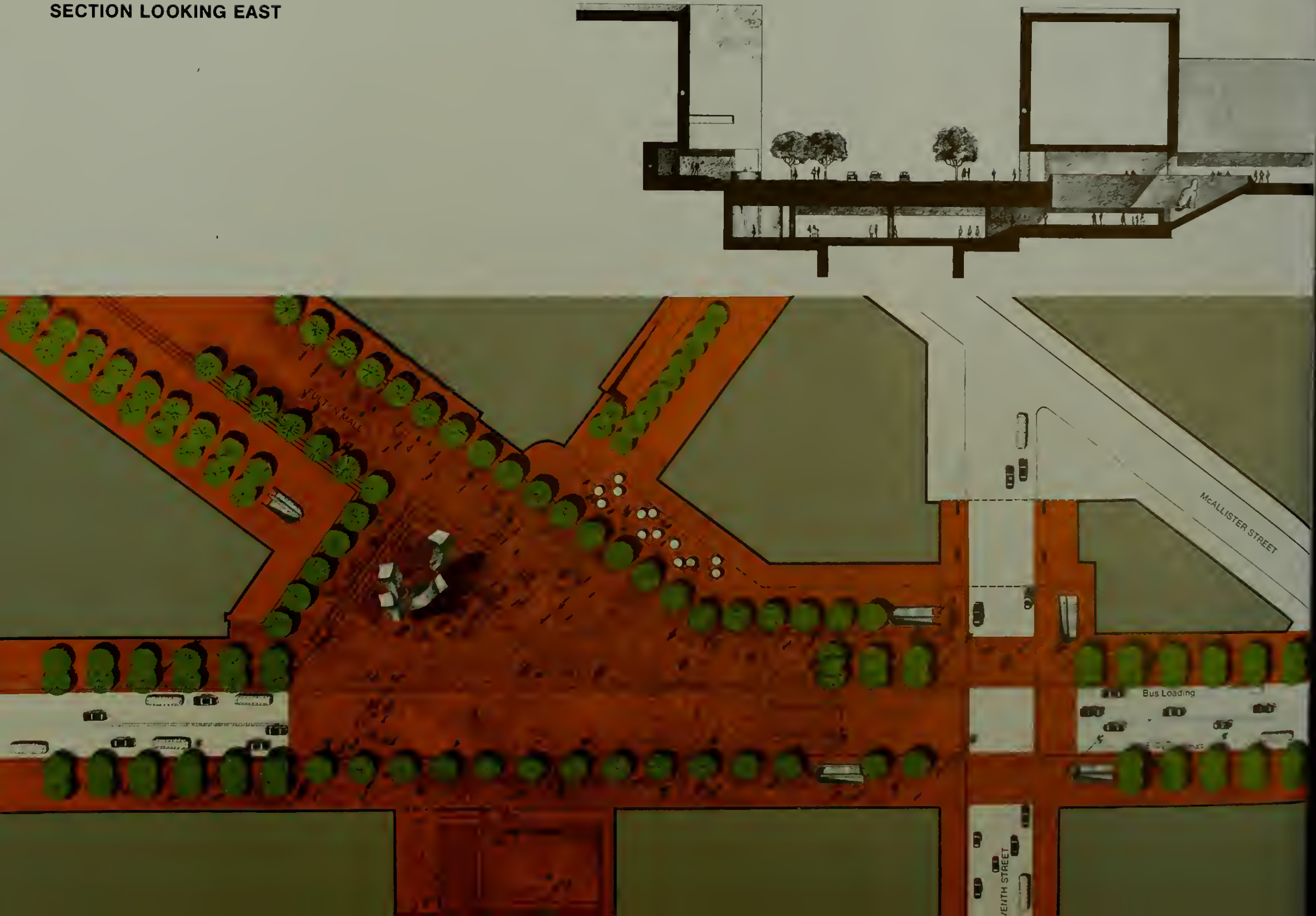
Day and night, Powell Station Plaza will be lively with activity. The amphitheater-style steps can accommodate seasonal events such as fashion shows, concerts, and fund-raising affairs. Colorful planters will display seasonal flowers and plants, while the shops along the concourse will add not only the convenience of facilities but also brightness and color.

The Plaza should provide the stimulus for new buildings in the surrounding area, hopefully incorporating arcades and open spaces at ground level. Complementing the new buildings bordering the Plaza, are the historic and architecturally significant Bank of America and Flood buildings. They should be retained to provide a sense of physical definition to the Plaza and an architectural tie to such other significant near-by structures along Market Street as The Emporium and Humboldt Bank buildings.

SECTION LOOKING WEST



SECTION LOOKING EAST



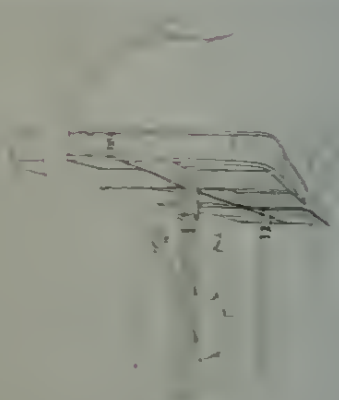
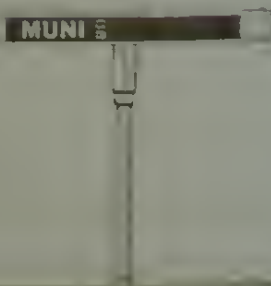
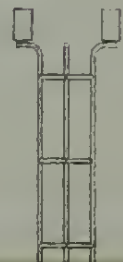
Civic Center Station Plaza

Situated at the junction of Market and Fulton Streets, the Civic Center Station Plaza visually links the City Hall with Market Street. From the west, the Plaza is the symbolic gateway to the Downtown core; to the person arriving by underground transit, it is the pedestrian entranceway to the Civic Center area.

In functionally integrating the flow of people from the subway levels to the streets, the Plaza is scaled to accommodate the daily crowds of office workers as well as the periodic demands of civic ceremonies, such as parades. On the south side, the sunken area provides for a direct connection to the Greyhound Bus Depot. Dominating the central space and creating the focus for the activities of the Plaza is a major civic sculpture. Its strategic location will provide the visual direction to the pedestrian flow from Market Street to the City Hall. The construction of the Plaza will stimulate new buildings in its immediate vicinity. It is recommended that they contain ground-floor arcades, sidewalk cafes, and other colorful pedestrian-serving activities to enhance life and vitality for the Plaza.



STREET FURNITURE AND EQUIPMENT



Street Furniture

The design objective for the street equipment, such as lamp standards, traffic signals, and fire hydrants, is to remove their discordant, cluttered aspects and to discipline their appearance. This change is essential to the functioning of a great Street. For the majority of the equipment such as the fire and police call boxes, traffic signals, street signs, and telephones, the design objective is achieved through a common modular pole on which the unit is mounted. Other items recommended to be retained without change are the fire hydrants, which have a design unique to San Francisco, and the mail boxes, which are part of the national mail system.

The elements which provide the amenities of sidewalk life are the street furnishings, including benches, drinking fountains, and planters. The basic design objective for this furniture is to create a consistent form that unifies the individual pieces. Thus, materials, details, and construction techniques are similar for each piece, creating a harmonious, yet varied, family of forms.

In the design of such special items as sales kiosks, flower stands, and bus shelters, basic forms have been elaborated upon and expanded to match the new requirements.

Bus shelters, for example, utilize typical mounting poles and materials of cast bronze and anodized aluminum in combination with special lighting, colored illuminated sign panels, and a glass roof. Flagpoles are large in scale to match the Path of Gold lamp standards, and their bases flare dramatically, emphasizing their support at the sidewalk.

The Action Plan

The Schematic Design Plan is the first step of an overall plan to improve Market Street. The Plan clearly establishes the City's commitment for the future development of Market Street and provides the basis for subsequent private improvement actions. Many public actions are already under way. BARTD is presently constructing stations along Market Street, and the City has established public policies governing sidewalk widths for the new Street when the BARTD system is operational. A Federal grant of approximately twenty million dollars has been approved for the construction of plazas at the Powell and Civic Center subway stations and for extensions of the station mezzanines.

However, the critical phase of plan implementation is at hand; funds to finance the reconstruction of the Street must be obtained, particularly in time to coordinate with the BARTD time table. Also, public actions concerning signs, building bulk, and preservation of historical buildings are now required.

First Stage Actions

The reconstruction of Market Street and the construction of the two new plazas at Powell and Civic Center Stations is the first step. This requires public approval of the Schematic Design Plan and the following subsequent public actions:

1. Closing of portions of the following streets adjacent to Market Street and their conversion into pedestrian areas: California, Bush, Ecker, Annie, Powell, Eddy, Leavenworth, and Fulton;
2. Widening of Anna Lane Street from Eddy to Ellis Streets;
3. Providing on-site service facilities for buildings on Market Street; prohibiting vehicular access across sidewalk areas of Market Street and restricting access to streets other than Market Street;
4. Restricting all transit vehicles to those not requiring overhead trolley wires;
5. Prohibiting protrusion of subway skylights above the sidewalk surface; and
6. Selecting a high-branched and well-formed tree such as a Sycamore (*Platanus acerifolia*) for Street landscaping.

Subsequent Actions

Upon approval of the Schematic Design Plan, further studies should be initiated leading to public actions in the following areas:

1. *Zoning Provisions:* Adoption of the Downtown Zoning Study with its controls over building bulk, height, and siting and its bonus allocations for amenities as approved by the City Planning Commission; further studies should be made to refine the C-3 recommendations to the particular requirements of Market Street;
2. *Sign Controls:* Designation of special sign districts along Market Street, general sign criteria, and design review;
3. *Historic Buildings:* Preservation of buildings of historic or architectural merit; the recently adopted Historic Preservation Ordinance offers a valuable tool to implement this goal;
4. *Design Review Process:* Review and approval of all building permits for new buildings, plazas, and remodeling, and for signs along Market Street and in the plazas;
5. *Service and Delivery:* Analysis of service and delivery problems, particularly after completion of BARTD subway construction, and new joint public-private efforts to resolve Downtown service and delivery problems;
6. *Municipal Code Revisions:* Provision for sidewalk cafes, private uses of sidewalk space, building entrances under arcades, and removal of sidewalk elevators;
7. *Works of Art:* Embellishment and enrichment of the new sidewalks and plazas with works of art, such as fountains, sculpture, murals, and statuary through public subscription;
8. *Building Renovation:* Initiating a program to improve the appearance of Market Street properties to complement the new Street environment; and
9. *Sidewalk Activities:* Promoting new uses of sidewalk spaces, such as kiosks, outdoor cafes, and other similar activities.

Long Range Actions

For the ultimate improvement of Market Street, many actions are required that go beyond the scope of the first-stage Schematic Design Plan for which studies should be initiated in the following areas:

1. *Circulation:* Extension of the pedestrian, transit, automobile, and service circulation recommendations of the first-stage plan; in particular, new modes of transportation in the Downtown core area should be studied, as well as the location of terminal facilities, including those for the West Bay Rapid Transit system;
2. *Special Area Studies:* Formulation of urban design plans for the following areas: the Civic Center, the Powell Mall, the Van Ness Avenue Station, the Ferry Park and Embarcadero Plaza and Upper Market Street;
3. *Transit:* Modernization of the Municipal Railway facilities along Market Street, including specially designed transit vehicles, an improved shoppers' shuttle, and redesigned route signs;
4. *Renewal:* Completion of current projects of the Yerba Buena Center and the Embarcadero Center portion of the Golden Gateway Project; additional projects would include the areas surrounding the new public plazas at the Civic Center and Powell Stations; and
5. *Seasonal Activities:* Promotion of a program of seasonal activities, such as street parades and decorations, seasonal festivals, holiday decorations, special New Year's celebrations, and other events.

Financing

The reconstruction of Market Street will entail a complex program of financing in which many governmental agencies will participate. Privately-owned interests having utilities, buildings, or plazas along the Street also will be involved in the implementation of the Schematic Design Plan.

Existing Market Street Programs

Numerous projects for the improvement of Market Street are either already under way or funding for them is available. The City has appropriated funds for the Ferry Park and Embarcadero Plaza and construction is imminent. The Crocker Plaza, with its direct access to the Montgomery Street Station, will be provided by private interests. Yerba Buena Center, with its pedestrian breakthrough opposite Grant Avenue and its new sports-convention complex, is in its final development phase using Federal grant and City-matching

funds. The extensions of Fifth and Seventh Streets are funded from the City's share of the State Gas Tax and Road Fund.

A twenty million dollar Federal grant has been awarded for the extension of the station mezzanines and the provision of plaza entrances at the Powell and Civic Center Stations. BARTD is obligated to provide reconstruction funds equal to the amount necessary to restore the surface of Market Street to its original condition.

The Capital Improvement Program

The plan for the design of Market Street is composed of many elements. New sidewalks, curbs, gutters, catch basins, and street planting must be provided; lamp standards, fire hydrants, traffic signals, and police and fire alarm systems must be relocated. Similar projects are part of the City's annual Capital Improvement Program which is scheduled over a six-year period. The Program is funded from ad valorem taxes, approved bonds, revenues, State Gas and Road Fund receipts, and other Federal and State subventions.

The scope of the Market Street reconstruction project and the heavy demands already placed on the Capital Improvement Program indicate that whatever total of non-bond funds may be made available, they will be insufficient to complete the design plan for Market Street. Thus, a general obligation bond issue to accomplish the required work appears to be needed in 1968.

Potential Funds

Some elements of the plan, such as the bus shelters and signs for the Municipal Railway, may qualify for funds under various Federal Demonstration programs. Equally so, the sidewalk materials, trees, and street furniture may qualify for partial grant assistance under the Federal Urban Beautification and Open-Space programs.

Recommended Public Financing Actions

It is obvious that current funds are insufficient to finance the cost of the entire design plan for Market Street. A detailed investigation of all alternate financing possibilities must be undertaken immediately by the City. As noted, a general

obligation bond issue appears to be the most feasible source. The scope of such a bond issue and its probable 1968 date of submission must be considered immediately by the City. However, final policy decisions rest with the Mayor and the Board of Supervisors. Other local means of financing, such as a tax assessment district, may also be applicable, and must be studied at this time. The final financing plan must be determined no later than during the Preliminary Plan stage.

Costs

Total cost for the design and construction, property acquisition, contingencies, and escalation for the restoration of the surface of Market Street and the adjacent Powell and Civic Center Plazas is estimated as follows:

Total Project Cost	\$34,900,000 *
Less Federal Grant for Plazas	4,400,000
Net Project Cost	<u>\$30,500,000</u>

(* Includes \$1,500,000 for surface improvements at all transit stations elsewhere in San Francisco.)

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